

History of Child-saving Work
in the
State of New York.

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THE HISTORY
OF
CHILD-SAVING WORK
IN THE
STATE OF NEW YORK.

BY

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One hundred and sixteen years have passed since the founding of New York State by the adoption, in 1777, of a constitution for a State government. The State was then sparsely populated. Even thirteen years later it numbered only 340,120 persons, less than half the population of Virginia at that time; but so rapid has been its advancement since that its population in 1892 was 6,513,343, and the assessed valuation of the real and personal property within the State was \$4,114,099,324. Meanwhile, its burdens have proportionately increased. Its beneficiaries in the care of charitable institutions, and its prisoners in jails, penitentiaries, and State prisons, at the close of the fiscal year of 1892, numbered 85,363; and the expenditures for charitable purposes, and in connection with the above-named institutions during the year, were \$19,426,020.

The experience of so populous and wealthy a State, active in its multifarious industries, inexhaustible in its resources, possessing varied attractions for all kinds of people from all parts of the world, and being, at the same time, the gateway for an immense heterogeneous immigration, is invaluable to those having to deal with some of the difficult problems of the nineteenth century. In considering the successive stages of development attained by humane effort in New York State, we will confine our attention to that branch of the subject known as Child-saving Work.

Prior to the adoption of a State Constitution there did not exist in the territory now included in the boundaries of the State any institutions of the character of special homes for children. During the Dutch occupancy of the New Netherlands the wants of this frugal and thrifty people were few, and their affairs were managed with strict regard to economy. The assessment of one-twentieth of

a penny on all houses, and one-tenth of a penny on all lands under cultivation, formed the fund for the support of the poor. There was elected by the people an officer called a Schout, who, with four Burgomasters, was charged, among other duties, with that of extending relief where needed. They were Fathers of the Burghery, guardians of the poor, of widows and orphans, and were the principal church wardens. Although this system included destitute orphan children, it would appear that, at this early date, there was a lack of suitable provision for them; for complaint was made on one occasion by the local authorities to their "High Mightinesses" in Holland that no orphan asylums or hospitals were provided for the colony.

Under the English colonial government, by an act of the General Assembly of the colony of New York, passed in 1754, overseers of the poor were authorized to apprentice poor children; but we hear of no special provision being made for those who were not eligible to apprenticeship on account of their helplessness or tender years. The English colony left a legacy to the State of a system of relief developed in the mother country, which was inseparably connected with Church and State; to wit, the parish or vestry system. The money to support this system was mostly raised by taxation, and the ruling idea of the time was to furnish the smallest sum that would provide the necessities for actual existence. Under this system it was evidently the aim to make the lot of the dependent as hard as possible. Gradually, the parish or vestry plan gave place to a more secular form; and relief, being no longer monopolized by the Church as its almoner, was distributed by the officers of the people. The church divisions of the State gave way to civil divisions; and the care of the poor, no less than the education of youth, became one of the functions of civil government.

The prolonged struggle for American independence left the people in a needy condition. There was a scarcity of money, a distrust of credit, and at the same time a pressing demand for means to develop the resources of the country. There was much suffering, and many children of the soldiers who had fought in the cause of freedom were destitute and homeless. In this great emergency private benevolence came to the rescue. A mother's quick perception comprehended the situation, her active sympathies were turned to the orphaned and destitute; and it is to the honor of her sex that a

woman first inaugurated for homeless children a grand system of philanthropy in a State that was destined to become a mighty commonwealth.

DEPENDENT CHILDREN.

The earliest accounts we have of a purely benevolent system for the care of dependent children are in connection with the work of the New York Society for the Relief of Poor Widows with Small Children, which was founded by Isabella Graham in 1797. It had for its object the care of such worthy and respectable widows with small children as could not provide the means of obtaining even the necessities of life. The managers had no building where they received and cared for beneficiaries, but visited the widows and fatherless, supporting and encouraging them until the days of their helplessness were past, and the dependent mothers became self-supporting. The city was divided into thirty-eight districts, and a manager appointed for each. It was a condition that the applicant must be a widow of good character, having young children, and that she was willing to exert herself for her own support, and was not receiving aid from the almshouse. The work of the society was conducted on a principle similar to that of the present Charity Organization Societies, the members acting the part of friendly visitors, seeking out the destitute, giving intelligent counsel, and extending relief to them in their homes.

It was in connection with the operations of this society that its founder came to realize the necessity for a Children's Home. In 1806 she collected twelve full orphaned, homeless children in a small cottage in the village of Greenwich, since absorbed in the city of New York, and with the aid of her daughter, Mrs. Bethune, Mrs. Sarah Hoffman, and Mrs. Elizabeth Hamilton, began a work which is still conducted under the name of "The Orphan Asylum Society in the City of New York," an act for the incorporation of which was obtained from the legislature in January, 1807. The first meeting of the trustees of this corporation, notable as being the first in the State to provide a special home for destitute orphans, was held at the City Hotel in New York, April 2, 1807, on which occasion twenty orphan children then under care were presented to the friends who were supporting the enterprise. The society filled a public

want, but through the first years of its existence it had to struggle with debt and depend on the liberality of its friends.

Passing for the present the work organized by members of the Roman Catholic faith, the next work undertaken for children under Protestant auspices was in the village, now the city, of Utica, in 1830. Like that in New York, it originated with a small band of benevolent women, who were organized as a society to relieve the distressed. Three little children, in a condition of peculiar distress, coming to the notice of the society, one of its members, Mrs. Sophia D. Bagg, was unwilling to leave them to the cold charity provided by taxation, and undertook, with the aid of her associates, to maintain them. The need of establishing some kind of asylum care for children of this class, where they could have the advantages of a home and Christian instruction, was so urgent that a meeting was called by the society, and steps were taken to form an orphan asylum society, which was incorporated the same year under the title of the "Utica Orphan Asylum." The building now in use is conveniently planned, and is situated in the midst of beautiful grounds on the outskirts of the city.

About this time an important work was begun in Albany under such peculiar circumstances that it seems proper to particularize them here. A young lady was reading to an invalid convalescing from a serious illness the memoirs of the celebrated missionary to India, Ann H. Judson. The listener, Mrs. Orissa Healy, and the reader, Miss Eliza Wilcox, together formed a resolution to enter upon missionary work; and, after the recovery of Mrs. Healy, Miss Wilcox offered her services to the American Baptist Mission to Burmah. But, as the way did not open for serving in this quarter, it was decided by both the ladies that there was missionary work at their own doors. The result of the resolution formed in the sick-chamber was that Miss Wilcox gave up her position as teacher in a school; and the two ladies, after visiting the asylums for children in New York City, engaged quite limited and unpretentious quarters for the purpose of carrying out their intentions. The first child received was an unpromising girl, and the next a homeless boy of doubtful antecedents. For a week they constituted, with the two ladies, the entire household; but it was not long before seventy children were under their care, and a warm interest was manifested in the enterprise by the citizens of Albany. In 1831 the

work was incorporated under the title of "The Society for the Relief of Orphan and Destitute Children in the City of Albany." The work of the society under the succeeding administration of the late Rev. Timothy Fuller, and as continued by his son, has been highly prosperous.

The ravages of the cholera in 1832 left a large number of destitute orphan children in the city of Brooklyn. In this emergency an association of women was formed to provide permanent shelter, care, and religious instruction for the homeless ones. This led to the incorporation in 1835 of the Orphan Asylum Society of Brooklyn, which has been continued to the present time under the direction of a board of lady managers, having an advisory board of gentlemen. It still fills a large field of usefulness.

These institutions were followed by the establishment of the Troy Orphan Asylum in 1833, the Society for the Relief of Half-orphan and Destitute Children in the City of New York in 1835, the Buffalo Orphan Asylum in 1836, the Rochester Orphan Asylum in 1837, the Onondaga Orphan Asylum in 1841, the Leake and Watts Orphan House in New York City and the Hudson Orphan Relief Association in 1843, the Society for the Relief of Destitute Children of Seamen at West New Brighton, Staten Island, in 1846, the Orphan Home and Asylum of the Protestant Episcopal Church in the City of New York in 1851, the Cayuga Asylum for Destitute Children at Auburn and the Oswego Orphan Asylum in 1852, the Five Points House of Industry in New York City in 1854, the Poughkeepsie Orphan House and Home for the Friendless in 1857, the Jefferson County Orphan Asylum at Watertown in 1859, the Union Home and School* for the Benefit of the Children of the Volunteers at New York in 1861, the Ontario County Orphan Asylum at Canandaigua and the Newburg Home for the Friendless in 1862, the Davenport Institution for Female Orphan Children at Bath in 1863, the Sheltering Arms, on the family system, in New York in 1864, and the Southern Tier Orphan Home at Elmira in the same year.

Under the auspices of the German Lutheran Church there was established in 1864 the Evangelical Lutheran St. John's Orphan Home of Buffalo, which comprises two departments,—one for boys on a large farm at Sulphur Springs, near the city, and one for girls in the city. In 1866 the Wartburg Farm School was established for

*The Union Home and School has been discontinued.

German children at Mt. Vernon, Westchester County, also under the auspices of the Lutheran Church.

In 1869 a work for neglected and destitute children was begun at Cooperstown, Otsego County, by Miss Susan Fenimore Cooper, under the title of the "Orphan House of the Holy Saviour." In the same year the Susquehanna Valley Home was established at Binghamton. In 1870 Gerrit Smith gave a site and building for the Madison County Orphan Asylum, which was located at Peterboro. On the basis of a work conducted by the Ladies' Relief Society at Lockport, Niagara County, the Lockport Home for the Friendless was incorporated in 1871. The Home for the Friendless at Plattsburg was incorporated in 1874. Subsequently there were incorporated various institutions for the care of orphan and destitute children in different parts of the State.

In connection with the charitable labors of the Protestant Episcopal Church, a work on behalf of unfortunate and destitute children is conducted by the church charity foundations and church homes in Brooklyn, Utica, Rochester, and Buffalo. An important work under the auspices of the same church, based on the family system, was established at St. Johnland, Long Island, by the late Rev. Dr. Muhlenberg. The House of the Good Shepherd in Rockland County, and the Orphan Home of St. Peter's Church at Albany, are also conducted under the auspices of the Protestant Episcopal Church. The sisterhoods of this church are likewise variously engaged in New York in an extensive work for children, in connection with the relieving of general distress.

In 1817 an important work was inaugurated on the part of the members of the Roman Catholic communion, by the establishment of the Roman Catholic Orphan Asylum in the city of New York, which was incorporated by an act of the legislature in April, 1817, under the name of the "Roman Catholic Benevolent Society in the City of New York." It was reorganized in 1852 under the name of "The Roman Catholic Orphan Asylum in the City of New York," thus consolidating under one management several societies having the care of children that were then maintained in the city under Roman Catholic auspices. The powers of the corporation

are exercised by a board of managers, of which the Archbishop, or Ordinary, of the diocese is the president.

The objects of the society are to provide for the destitute and unprotected orphan and half-orphan children of both sexes, and to educate them in the Roman Catholic faith. It is difficult to arrive at a correct estimate of the number of children that have received the benefits of this organization and that have been restored to usefulness and to society by its devoted efforts. In its early history it had to struggle with many difficulties in consequence of limited means.

In 1826 an extensive work was organized in Brooklyn, for the benefit of children of Roman Catholic parents. It was incorporated, in 1834, under the name of "The Roman Catholic Orphan Asylum Society in the City of Brooklyn, in the County of Kings." It includes the Roman Catholic Male Orphan Asylum and St. Joseph's Female Orphan Asylum, both conducted by Sisters of the Order of St. Joseph, and St. Paul's Industrial School for older girls, conducted by the Sisters of Charity. The number of children under the care of the society Oct. 1, 1892, was 1,663. During the years of its existence it has proved to be a powerful regenerative agency.

A work under Roman Catholic auspices was begun in Utica, in 1834, under the direction of a band of Sisters of Charity, who were delegated from the Mother House of the order at Emmittsburgh, Md. The asylum was opened in a plain dwelling-house, and had connected with it, as now, a large day school. The early days of the institution were dark and discouraging; but under the courageous Sisters, headed by Sister Perpetua, it struggled on, sometimes without a dollar in the treasury, and finally reached a condition of prosperity.

Benevolent work of this character, conducted under Roman Catholic auspices, was extended by the establishment of St. Patrick's Orphan Asylum in the city of Rochester in 1842, St. Vincent's Orphan Asylum Society in the city of Albany in 1845, St. Vincent's Female Orphan Asylum in Buffalo in 1848, the House of Mercy in New York the same year, St. Joseph's Male Orphan Asylum at Limestone Hill near Buffalo in 1849, the Troy Male Catholic Orphan Asylum and St. Vincent's Female Orphan Asylum at Troy in 1850, St. Vincent's Orphan Asylum at Syracuse in 1852, the

Institution of Mercy in New York and St. Vincent's Male Orphan Asylum at Albany in 1854, the Convent of the Sisters of Mercy in Brooklyn in 1855, St. Mary's Orphan Asylum at Dunkirk in 1857, the Orphan Asylum of the Holy Trinity in Brooklyn in 1861, St. Mary's Boys' Orphan Asylum at Rochester in 1864, and St. Stephen's Home for children in New York in 1868. Others of like character have since been established throughout the State.

The work done by the charitable of this faith is, in some respects, unique. With hardly a single exception,—indeed, I know not a single one in the State,—the burden of the work is assumed by some religious order in the church. Most of these orders are composed of women who are specially trained for their work, to which they devote their lives without compensation. The orders most prominently represented are the Sisters of Charity, the Sisters of St. Joseph, the Sisters of Mercy, and the Sisters of the Good Shepherd. The Christian Brothers are also in charge of orphan asylum work, mainly in the education of boys.

The Hebrews have not been backward in providing for the wants of children of their faith deprived of support from parents, and thus becoming public dependants. The oldest of the institutions established for this object had its origin in a simple incident. In the spring of 1820 an Israelite, who had been brought in a critical condition to the City Hospital, expressed a wish to see some of his co-religionists before his death. He had been a soldier in the war of American Independence, and was without money or friends. The fact becoming known to a few of his religious belief, they visited him, and collected some money for his support. Shortly afterwards he died, and about \$300 was left in the hands of those who had assisted him for their disposal. They decided that this small sum should be used as a nucleus to found a benevolent society, to whose members assistance could be given in time of need. This led to the establishment, in 1822, of the Hebrew Benevolent Society. After various attempts made later to combine the Hebrew Benevolent Society with the other benevolent interests of the Hebrews in New York City, this was finally accomplished by the incorporation, in 1860, of the Hebrew Benevolent and Orphan Asylum Society.

In 1878 the Ladies' Deborah Nursery and Child's Protectory in

New York was incorporated. Children are received here who are committed by legal authority, and are instructed in trades and household duties until able to support themselves. In the same year was organized in Brooklyn the Hebrew Orphan Asylum. The Hebrew Sheltering Guardian Society of New York, which has two separate establishments,—one for boys and one for girls,—was incorporated in 1879. There has also been established at Rochester the Jewish Orphan Asylum Association of Western New York, which was incorporated in 1881.

The children in these institutions are thoroughly instructed in the elementary branches of an education, and are taught useful trades. Except in rare instances, they find their way to independent support in after years.

A benevolent desire on the part of Swedish people residing in different parts of the State to provide a special home for bereaved children of their own nationality led to the establishment of the Gustavus Adolphus Orphans' Home at Jamestown, which was incorporated in 1883. Its affairs are controlled by a board of seven directors elected by the New York Conference of the Scandinavian Lutheran Augustana Synod. The capacity of the institution is for about one hundred children of both sexes. The main building is a substantial structure located on eighty-four acres of land. Gardening, farming, and the care of stock employ the male children out-of-doors, and the girls are thoroughly instructed in domestic arts within doors. The asylum is of the nature of a permanent home, the children not usually being placed out until they have reached maturity.

In 1836 a few benevolent persons deeply interested in homeless colored orphan children, and impressed with the conviction that some special provision should be made for them, formed a society, and undertook to establish an asylum for their care. About \$2,000 was obtained by small subscriptions, and an attempt was made to rent a house; but so strong was the prejudice against the colored race that, after several months of unsuccessful effort, it was decided to purchase a building, which was accordingly done. The house was furnished by the friends of the project, and at times the food of

the inmates was mainly supplied from the tables of the members of the society. Limited resources did not permit the hiring of school-teachers, and in the beginning of the work forty pupils were regularly taught by members of the association. The asylum accommodations being insufficient, some of the children received were boarded in families in the country. In 1842 the city gave to the society, called the "Association for the Benefit of Colored Orphans in the City of New York," twenty lots of ground, upon which a plain, substantial building was erected, capable of accommodating one hundred and fifty children.

During the New York riots in 1863 the asylum was assailed by a furious mob, and was pillaged and burned to the ground. The children, however, were quietly removed without injury, and temporarily provided for by the city on Blackwell's Island. Subsequently buildings in the country were rented for their accommodation. In the following year \$20,000 was given to the association by Chauncey Rose. With this and other gifts, and the sum of \$73,000 allowed by the city for the destruction of the buildings and \$170,000 derived from the sale of the old site, other property in the upper part of the city, overlooking the Hudson, was purchased at a cost of \$45,000; and the present spacious and convenient edifice was built.

The present number of inmates in the institution is two hundred and eighty-six. Destitute colored children whose parents are living are now received, as well as orphans and half-orphans. The children are usually indentured. Parties taking them pay the association annually a stated sum. This is deposited in the bank to the credit of the treasurer of the association. The child holds the book, and when it is of age the money is paid over to it.

The exigencies of the War of the Rebellion led to the establishment of another institution for colored children in Brooklyn, which was incorporated in 1868 under the title of the Brooklyn Howard Colored Orphan Asylum. The work was organized in 1866 under the name of the Home for the Children of Freedmen, and was designed to relieve colored people coming North who could not obtain situations. As the children of such were not admitted into the New York asylums, it was necessary to make other provision for them. Some of them were taken into private families. S. A. Tilman had twenty such children in his house over six months. Until the present asylum could be opened and the children admitted there, they

were maintained by the benevolent and by donations from the Freedmen's Bureau during its existence. There are at the present time one hundred and thirty children in the institution.

A peculiar work, having its origin in private benevolence, is that for Indian children, which is carried on by the State on the Cattaraugus Reservation, under the corporation known as the Thomas Asylum for Orphan and Destitute Indian Children. The name perpetuates the memory of one who was imbued with that spirit of love and justice which guided William Penn in his early intercourse and dealings with the Indians.

The nucleus of the asylum was an industrial school for Indian girls, established by the Society of Friends. It was a free school, and so continued for fifteen years, till about 1845. At this time there was a change in the Indian government on the Reservation, the pagan element losing control, and the party called the New Government, which gave up wigwam life, with its hunting and fishing, for the more civilized pursuits of agriculture, assuming the direction of affairs.

Through the advice of Philip E. Thomas, of Baltimore, a philanthropic member of the Society of Friends, who had always taken a great interest in everything pertaining to the welfare of the Indians, the school, which had been closed, was reopened as an asylum, under the patronage of the New Government. The Rev. Asher Wright and his wife, who for over fifty years devoted their lives as missionaries to the Indians, were the active workers in the new departure.

The asylum struggled on with its limited means till 1855, when it was considered advisable to procure a charter of incorporation from the State. This was secured; and a board of trustees, composed of five Indians and five whites, representing different religious denominations, assumed the responsibility of management. This act of incorporation secured for the asylum much-needed annual contributions from the State, which, together with means derived from private sources, were sufficient to enable it to carry on its work.

In 1875, however, an amendment to the State Constitution, which prevented the giving of State aid to private charitable institutions,

cut off from this asylum quite a source of support, and rendered a reorganization necessary to its continuance. Through the efforts of the friends of the Indians, an arrangement was made by which the institution was turned over to the State, and the work is still continued under its direction.

The asylum is now controlled by a board of trustees composed of both Indian and white trustees, as formerly; but they are appointed by the governor and confirmed by the Senate. The scope of the work has been enlarged, and children of both sexes are received from all the reservations of the State.

The average number of children annually cared for is about one hundred, and they remain in the institution until they are sixteen years of age. They receive a good education in the common English branches, and are taught various industries suited to their years, including farming and gardening. The girls receive training in domestic work, in sewing, cooking, and laundrying. Music is also taught, in which some have made remarkable progress. Many of the children have scrofulous tendencies. They usually come from wretched homes, where they have suffered from want and exposure, and are received in feeble health. The asylum care soon effects a marked improvement in them. The institution aims, by intellectual and industrial training and by the inculcation of moral and religious principles, to enable the children in their changed condition to become self-supporting.

The first institution in the State for the care of foundlings was established in Buffalo. Before the enterprise was undertaken, lying-in women, infants, and foundlings were obliged to be taken to the Buffalo Hospital of the Sisters of Charity. The institution was incorporated in 1852, under the name of Saint Mary's Asylum for Widows, Foundlings, and Infants; but its work was not actively entered upon till later. In 1854, owing to the crowded condition of the Hospital, it was determined at once to make other provision for lying-in patients; and cottages were erected on land given by Louis Le Couteulx for this object. The lying-in patients were transferred there, and placed in charge of the Sisters of Charity. In the enlargement of the work the cottages have been displaced by a capacious brick edifice.

The great need of public provision in the city of New York for infants of the class termed foundlings, and for the relief of women in destitute circumstances and about to become mothers, aroused the sympathies of a noble woman, Mrs. Cornelius Du Bois, whose generous feelings were deeply stirred by a painful incident that demonstrated to her the need of some special organization for the protection of such mothers and infants; and she did not rest until she had established, in 1854, the Nursery and Child's Hospital in New York City.

The impelling motive in the founding of this charity was the thought—and it was most repugnant to this Christian lady—that the children of the poor had to be sacrificed for the benefit of the children of the wealthy, which was done when mothers were forced to accept employment as wet-nurses, and thus deprive their own offspring of the aliment necessary to their existence.

To the Nursery was subsequently added a country branch, modelled upon the cottage plan. This was located on Staten Island. The cottages are planned on modern sanitary principles, and patients can be easily isolated in case of the appearance of contagious or infectious diseases. To this institution Mrs. Du Bois gave her assiduous personal attention during her lifetime.

Both the city nursery and the country branch have maternity wards attached. The mothers of children born out of wedlock are kindly treated, and helped to honorable courses of life. The children are cared for by the institution until proper provision can be made for them in families or otherwise. A number are boarded in private homes, under the supervision of the officers of the nursery. At the age of four years the children are transferred to the country branch, if not suitably placed in families before. Sick children are also sent there for the benefits of country air.

It is claimed that infant mortality materially diminished in New York City after the nursery went into operation. The benefits of this institution have been extended to 33,018 inmates.

In 1865 work in this direction was enlarged by the establishment of the New York Infant Asylum. The prevalence of infanticide, suicide, and moral abandonment among homeless and despairing young women impressed the projectors of the asylum, and led them to organize an institution which has since grown to large proportions. As the managers assert, it is now so organized that, by its

methods of mercy and care, a helping hand is extended to the homeless mother and infant, and to the friendless and cruelly forsaken young woman on the eve of her greatest want, when woe and terror make such acts of mercy the plainest duty of Christian charity.

The institution consists of a city establishment on Tenth Avenue and a country branch at Mount Vernon, Westchester County. It is governed by a board of lady managers representing many Protestant denominations, and by a like constituted board of gentlemen acting as trustees. In a quiet way it has enlisted the co-operation and support of many prominent people of the city.

In 1869 the Roman Catholic Sisters of Charity entered this large field of Christian usefulness in New York City, beginning their work on a small scale at a private house in Twelfth Street, under the leadership of Sister Irene. When describing to the writer the struggle they had to make in order to establish the work, Sister Irene said: "We commenced with two cups and saucers. The first morning we had to beg our breakfasts. We slept on straw on the floor the first year, rolling the mattresses up during the day."

From this beginning has grown the large and imposing institution known as the New York Foundling Hospital, which covers the block bounded by Third and Lexington Avenues and Sixty-eighth and Sixty-ninth Streets, and includes a country branch at Spuyten Duyvil. The city institution comprises a main structure, a children's hospital, a maternity hospital, and other necessary buildings. The country branch is designed for delicate and convalescent children, and has accommodations for two hundred and fifty inmates.

In connection with the work is maintained an outdoor department, where children are placed out to nurse with respectable married women who have lost their own infants. These are required to produce a physician's certificate of fitness; and they are constantly under the supervision of a special officer who visits and inspects the homes, and also under the vigilance of the Society of Saint Vincent de Paul, whose members are scattered throughout the different parishes. At stated periods the nurses are required to present themselves, with the babies under their care, at the hospital for medical inspection. Upwards of a thousand infants are daily cared for in this way.

The object of the Sisters from the first has been to prevent infant-

icide and preserve lives which otherwise would have been sacrificed to hide the mother's shame. It was soon found that the co-operation of the mothers was essential to successful work; and, this being secured, a reflex reformatory influence was exerted upon the latter. Only children born in New York City are received.

The ultimate disposition of such of the children as are not returned to the mothers has been a subject of solicitude on the part of the Sisters. Various plans have been adopted, and within recent years the experiment of finding homes for them in the West has been tried with signal success. About 6,000 of the children have been thus provided for.

Prior to June 30, 1891, the title of the corporation was "The Foundling Asylum of the Sisters of Charity in the City of New York"; but at that time it was changed to its present form.

From the organization of this charity in 1869 down to October, 1892, a period of twenty-three years, there were received into the institution 23,210 infants and upwards of 4,500 needy and homeless mothers. As further showing the magnitude of the work, it may be said that its expenditures during the past year were about \$300,000.

Work of this kind, conducted under both Roman Catholic and Protestant auspices, has been extended to other cities of the State.

A foundling hospital having a capacity for two hundred and twenty infants is maintained on Randall's Island by the Commissioners of Charities and Correction of New York City. Prior to 1866 foundlings and other infants becoming a charge upon the city were sent to the almshouse on Blackwell's Island and placed in charge of nurses; but the mortality under this system was fearful, being nearly ninety per cent. In 1866 a matron, who was aided by a corps of nurses, was employed to take exclusive charge of the infants in a special department; and more watchful supervision was extended over them. The mortality still continued, however, to be great. In 1868 the present foundling hospital was built, and placed under the control of a resident physician, who is aided by a visiting and consulting medical staff. There is also a matron and a staff of paid nurses. Since then the mortality has gradually and greatly decreased. During the fiscal year ending June 30, 1892, it was 19.76 per cent. This was based on an average of both foundlings and infants having mothers. At the date of April 10, 1893, there

were one hundred and eighty infants and sixty-one mothers. Each mother is required to nurse her own child and another infant.

As a part of the work for the care of infants should be mentioned that comprised under the title of Day Nurseries. These are institutions having generally for their object the rescuing of children where families have been broken up by intemperance, or on account of various other causes. The children are kept during the day, thus enabling the mother to go out and earn her own support, and contribute also to the maintenance of her children. Prominent among the institutions of this character is the Brooklyn Nursery. One of the latest of this class is the Crêche, established by Miss Maria M. Love, and conducted by her under the auspices of the Charity Organization Society of Buffalo.

A work for the relief of suffering children was begun as early as 1842, and, like many other beneficent undertakings, owes its origin to a member of the medical profession. Dr. Thomas Knight, of New York, in his clinics among the medical schools of the city, saw the need of an institution for the care of the large class of crippled children, whom he had been accustomed to treat gratuitously and as best he could, without adequate surgical appliances and means of affording proper diet and nursing. Persistent in his efforts, which were long continued amid many discouragements, a beginning was at length made by his taking a limited number of such children into his own house. He was finally successful in establishing in New York City that magnificent charity known far and wide as the Hospital for the Relief of the Ruptured and Crippled.

The work for sick and suffering children has been extended by the creation of other establishments for their relief,—notably, St. Mary's Hospital of New York and the Child's Hospital of Albany, both doing excellent work under the charge of sisterhoods of the Protestant Episcopal Church.

In addition to the work of these institutions, which is carried on continuously through the year in permanently organized hospitals, there are summer hospitals and sanitariums by the seashore and

elsewhere. The large establishment of the "Health Home" of the Children's Aid Society on Coney Island is a fine example of this kind of hospital. In this connection may also be mentioned the summer hospital at Charlotte, on the shore of Lake Ontario, near Rochester. This institution is under the supervision of Dr. Edward Moore, who is especially interested in it, and who has found it to be the means of saving the lives of many infants. A series of cottages simply constructed are ranged along the margin of the lake, where the greatest benefit can be derived from the cool breezes. Children accompanied by their mothers or nurses are taken here from the city. The hospital has been in operation for several summers, and is still in a flourishing condition.

There are various organizations of a complex character in the State, whose work includes that of child-saving. Among the earliest of these should be mentioned the American Female Guardian Society and Home for the Friendless, organized in 1834. Up to 1849 it bore the name of the American Female Moral Reform and Guardian Society: then its name was changed to that of the American Female Guardian Society, and in 1887 the name was again changed to its present title.

The objects of the society, as stated significantly by the large-hearted women who projected it, are to "prevent crime, diminish the victims of the spoiler, and save the perishing." It began its work in small quarters under the old Tract House in Nassau Street, New York City, and has steadily grown till it now occupies a spacious home on Thirteenth Street, and maintains twelve large industrial schools in various parts of the city. In the schools the aspirations of the children are stimulated to higher aims by instruction and discipline, and the refining influences of association with the lady teachers. The children are prepared for entrance into the public schools, and the girls are taught sewing and other branches of domestic work. The society also maintains a nursery for children given over to it, and a home for girls working in stores and shops in the city, who, unable to defray the expense of living at a boarding-house, have their needs met at a very low rate. It covers a broad sphere of usefulness in the great city of New York, and is well sustained through the personal efforts of large numbers of ladies of high

character. The expenditures in carrying on the work during the year ending Oct. 1, 1892, were \$113,185.95.

Children are committed to the society by the courts, and are bound out in families. In case of debased parents, to whom such children are likely to belong, an effectual separation is secured, greatly to the advantage of the child.

A somewhat similar field is occupied by the Children's Aid Society, founded in 1853, and made familiar to the public by the writings of Mr. Brace in his book on "The Dangerous Classes." That most eminent laborer in the cause of child-saving holds an imperishable place in the annals of saving and reform work.

During the forty years preceding 1892, in which this society conducted its work for neglected and destitute children in New York City, it found homes and employment for 75,000 homeless boys and girls; in its twenty-one industrial schools situated in different parts of the city 275,000 poor children have been trained, encouraged, and aided; in its boys' and girls' lodging-houses for homeless and vagrant children 370,000 boys and girls have received kindly advice, shelter, and instruction. A particular presentation of the work of this society will be made to this Conference by C. Loring Brace, who succeeded his father in the great work to which he devoted his life. The good accomplished by the society through its industrial schools, night schools, lodging-houses, free reading-rooms in New York City, its summer charities, and the placing of children in homes in the West can only be appreciated by one who makes a study of the work in all its vast ramifications.

While some of the Western States have legalized the placing of children in families within their borders by Eastern societies, thus showing their approval of the practice, complaints have been made from time to time in the meetings of the National Conference of Charities and Correction against the immigration of such children, some of whom, it was asserted, ran away from their guardians, and became vagrants and criminals. Conceding this to be so, if we consider the question dispassionately, looking to the interests of the whole country and not to those of any particular State, we must conclude that the work of the society has been of incalculable benefit. Had the children whom the society has placed in the West been left to roam the streets of New York, the great mass of them would have become vagrants and criminals; and, as such are itinerant, they would have

infested the Western States as well as the Eastern, and increased the number of the dangerous classes in every State of the Union. By placing these in Western homes, the great majority of them have been made good citizens, to the immeasurable advantage of the country at large.

Work of a cognate character was taken up in Brooklyn by the Children's Aid Society ten years after the pioneer organization had been established. The programme proposed by the movers was sufficiently comprehensive; to wit, "the protection, care, and shelter of friendless and vagrant youth, furnishing them with food and raiment and lodging, aiding and administering to their wants, providing them with occupation, instructing them in moral and religious truths and in the rudiments of education, and, with such means as the society can properly employ, endeavoring to make them virtuous and useful citizens."

It began its operations by opening a lodging-house for street boys. Industrial schools followed, and the work rapidly grew to large proportions. In addition to its other work the society now maintains a day nursery and a seaside home. Thousands of children have been taken from the streets and placed in good homes, thousands of girls have been taught, among other things, to use the sewing-machine, and want and destitution have been relieved.

Work of a similar kind for reclaiming friendless and vagrant youth has been extended to other cities of the State.

It is creditable to the State of New York that it should have been among the first States of the Union to move in measures for the relief of deaf-mutes. The New York Institution for the Instruction of the Deaf and Dumb is one of the oldest of its kind. At the time of its founding there was but one school for deaf-mutes in America, that at Hartford, Conn., and not more than twenty-five in Europe. The first steps were taken for the organization of the New York institution in 1816. It was incorporated in 1818, and in May of the same year was opened for pupils. For the first two years an experiment was made with a system recommended by Dr. Watson of England, including articulation, but with results so unsatisfactory that it was abandoned for the methods of Sicard, which were followed with

some success until the succession of Dr. Harvey P. Peet as principal, who introduced methods largely his own, by which the teaching was governed during his term of thirty-six years. He was succeeded by his son, Isaac Lewis Peet.

From 1818 to 1857 the New York institution was the only one in the State devoted to the instruction of deaf-mutes. In 1857 the Roman Catholic order of the Sisters of St. Joseph opened an institution for the same class in Buffalo, called Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-mutes. Since then the work has been extended by the establishment of the Institution for the Improved Instruction of Deaf-mutes, in New York City; the Central New York Institution for Deaf-mutes, at Rome; the Western New York Institution for Deaf-mutes, at Rochester; St. Joseph's Institution for the Improved Instruction of Deaf-mutes, at Fordham, under the charge of the Sisters of St. Joseph; the Northern New York Institution for Deaf Mutes, at Malone; and the Albany Home School for the Oral Instruction of the Deaf. The last-named is a small institution recently established for young children, to whom instruction is imparted by the articulation method in connection with the kindergarten. The Fordham institution has a branch at Throgs Neck and another in Brooklyn. These institutions are all private corporations. In the case of the one at Malone the money for the land and buildings was appropriated by the State; and State appropriations have also been made for construction in others, including a liberal appropriation to that at Rome. The methods of instruction* employed differ in different institutions. Of late years the articulation method is becoming more general. Several of these institutions have recently introduced kindergarten instruction.

As to the manner of admission, indigent deaf-mutes between the ages of twelve and twenty-five years may be sent to the institutions by the Superintendent of Public Instruction, the State paying \$250 per annum for each. The counties, through superintendents or overseers of the poor, may send indigent children between the ages of five and twelve years, for which the counties pay \$300 per annum. After the age of twelve years these become State charges.

As a means of preparing the inmates of these institutions for self-support in after life, a great variety of trades and occupations are

* A comprehensive exposition of the New York State system for the education of deaf-mutes will be found in the report of Commissioner Stewart, which is embodied in the report of the State Board of Charities for the year 1892.

taught, which include the following: carpentering, cabinet-making, scroll-sawing, wood-turning, wood-carving, metal work, engraving, cane-seating, shoemaking, tailoring, printing, farming, gardening, foundry work, drawing, water-color and oil painting, modelling in clay, type-writing, photography, sewing, knitting, embroidery, dress-making, shirt-making, cooking, baking, and laundrying. In some of the institutions the pupils are employed in a greater variety of ways than in others. The industries common to most of the schools are shoemaking, printing, tailoring, carpentering, cabinet-making, sewing, and cooking.

Statistics show that, in proportion to the growth of the population, the increase in the number of deaf-mutes is small, and that during the past decade it has hardly been appreciable.

The attention shown by the benevolent and by the State to the deaf and dumb has secured ample provision for them; and the names of Peet and Gallaudet will ever be held in reverent esteem for their life-long devotion to the interests of this class.

While it is gratifying to know that New York was one of the first States in the Union to move in measures for the relief of deaf-mutes, it is also greatly to its honor that its citizens should have been the first in the country to establish an institution for the amelioration of the condition of children deprived of the sense of vision, and that this enlightened action should have had its origin in a spirit of pure benevolence.

The New York Institution for the Blind was incorporated by an act of the legislature in 1831. It is a private corporation, directed by a board of managers, who assume the responsibility of management from special interest in the work, and is under the charge of Mr. B. W. Wait, who has devoted his life to the undertaking.

The fact that blindness has the tendency to develop many peculiarities seems to have been well understood by the projectors of the charity; and efforts are made to teach the pupils that they are not different from other children, save in the loss of sight. Out of the older methods of teaching,—the Braille and the McClelland,—combined with the Morse point principle in telegraphy, the superintendent has ingeniously developed what is known as the New York Point System, by which the blind can not only read the thoughts of

others, but write their own, take notes in class, write music, and avail themselves of many aids that, in a considerable degree, ameliorate their loss of sight. Naturalness of life is kept up throughout the establishment, and teachers and pupils are brought as much as possible into pleasant social relations.

The instruction imparted is of a high character, and includes the foundation work of the kindergarten. In the musical course particular attention is given to intellectual development by the study of harmony, music history, etc. By the use of the point system of printing the study of literature and music is extended beyond what it was formerly possible to teach.

Various industries are taught, such as cane-seating, mattress-work, piano-tuning, sewing and knitting by hand and by machine, crochet-work, bead-work, and regular instruction in cooking.

An interesting feature is the savings-bank system, by which pupils are enabled to save the earnings from their work to form a little fund to begin life with on leaving the asylum.

This provision for the blind was supplemented in 1865 by the establishment of a State institution at Batavia, which is managed by a board of commissioners appointed by the governor and confirmed by the Senate. It was fortunate in its opening to secure the services of a distinguished specialist, Dr. A. D. Lord, who had formerly been superintendent of the Ohio Institution for the Blind. He labored faithfully and devotedly until his death, after which the work was conducted for some time by his estimable widow. For the past ten years the institution has been under the superintendence of Arthur G. Clement.

The pupils are here instructed both in the line-letter and point-print systems. The aim is to give a good education, covering the ordinary range of studies. A kindergarten is maintained for the younger children. Music, as in the New York institution, forms an important part of the training; and piano-tuning is taught. Among the industries are cane-seating, mattress-making, broom-making, shoemaking, sewing, knitting, crocheting, and bead-work. There is need in both institutions of increased facilities for object-teaching.

It is a noteworthy fact that the increase in the number of the blind is small in proportion to that of the other defective classes, except the deaf and dumb. These two institutions meet the requirements of the State. The early attention given to cases of redness

or inflammation of the eyes, the improved methods of the oculist, and the aid rendered by physicians in dispensaries in accordance with the philanthropic instincts of the profession, have contributed largely to the diminution of blindness in the State. A wise beginning in legislation has been made, requiring midwives to report the first appearance of redness of the eyes in the case of the newly born; but the law needs to be, and doubtless will be, amended, to render its working more effectual.

To the New York institution the State pays annually for pupils from its own domain two hundred and fifty dollars per capita toward its support. This does not, however, meet the whole expenditure; and the benevolent purpose active in its management is consequently kept alive. In the State institution the entire support falls upon the State, and there is no opportunity for the exercise of the virtue of self-sacrifice. The results of both systems seem to show that a benevolent purpose entering into the management tends to imbue every act with its own spirit; while the atmosphere enveloping an institution wholly supported by the State is likely to foster an interest in patronage, and detract from the high aims which such an institution should inspire.

Formerly, before any special provision was made for feeble-minded children, both those in the poorhouses and such as roamed the streets were sadly neglected. Their helplessness, on account of their mental infirmity, subjected them to the ridicule and abuse of the coarser natures about them; and they soon became brutalized and even dangerous. At the time when the attention of philanthropists was particularly directed to the feeble-minded there were in the poorhouses of the State large numbers of them, and their presence there and their imperfect protection resulted in increasing their numbers and perpetuating pauperism.

Although Dr. Edward Seguin, of Paris, as early as 1838, had demonstrated the practicability of imparting to idiotic children the benefits of an education, it was not until thirteen years after that the State of New York took measures to provide for the care and instruction of this class of dependants. The New York Asylum for Idiots was then organized; and Dr. H. B. Wilbur, who had opened the first school in the United States for weak-minded children, at Barre,

Mass., in 1848, was placed in charge. The school was begun near Albany, but in 1855 it was removed to Syracuse, where it was permanently established. Dr. Wilbur conducted the institution with great success until the day of his death. It was designed to furnish an education to those who were capable of being benefited by instruction, and did not contemplate more than the education of children. For adult males it now has a department situated on a farm five miles distant.

For girls and women of the feeble-minded and idiotic class the State has established at Newark an institution for custodial care during that period of their lives when they are liable to be the victims of the unprincipled, and give birth to offspring of their own kind. Here they are made useful to the extent of their abilities in sewing and domestic work.

A bill was passed by the legislature at its last session, making provision for unteachable children of both sexes, and for custodial care of adult male and female idiots at Rome, Oneida County, in what was formerly a department of the poorhouse. This action is greatly regretted by those specially desirous of maintaining, as at Newark, a complete separation of feeble-minded girls and women from adults of the opposite sex, and it must be regarded as a retrograde step.

Prior to 1824 the only public receptacles for pauper children were the town and city almshouses. In these ill-conditioned places they were brought into intimate association with the debased; and their welfare, both as to health and morals, was jeopardized.

In 1824 a law was passed enabling counties to erect county poorhouses for the shelter of their paupers, in which all county charges might be cared for under a county system. The county houses were placed under the control of the county officers of the poor, who were elected by the people. There may now be three such officers, or but one, as the Board of Supervisors of the county may decide. The county plan was rapidly adopted, as it lessened the expenses of towns. All the sixty counties of the State have built poorhouses, except Schuyler and Hamilton. In the latter county paupers are still boarded in families (as is done in some parts of Massachusetts) or aided by outdoor relief. There are now but four of the old-fashioned town almshouses maintained in the State.

At first, vagrants, tramps, and petty offenders might be committed by magistrates to county houses, they being designed for correctional as well as charitable purposes. After the establishment of district workhouses or penitentiaries, however, offenders against the statute were seldom committed to the county poorhouses. These institutions immediately became convenient receptacles for pauper children, and were usually overflowing with them. The town overseer of the poor, in dealing with a family of dependants coming under his care, found that the easiest way to dispose of them was to provide a conveyance and take the family, consisting, perhaps, of both parents and half a dozen children, with what household effects they might have, to the poorhouse. Unloading them at the door, he drew a long breath of relief, with the satisfied feeling that he had done his whole duty. The means of caring for the children here were in every respect unsuited to their needs, and their condition was deplorable. They were subjected to associations that were corrupting to both body and mind. They acquired habits of idleness sure to lead to pauperism and crime; while their moral and religious education was almost entirely neglected.

In some poorhouses attempts were made to educate the children by hiring a teacher and fitting up a room for a school; but their minds had become so poisoned by the poorhouse atmosphere that the most conscientious efforts of experienced teachers were unable to apply an antidote and arouse healthful mental activity. To counteract the effects of poorhouse influences upon the children seemed as impossible as the curing of disease in a pestilential atmosphere. Many of the children had been in the poorhouse for periods ranging from five to ten years: others had been born there. Some had come from families that had broken down through misfortune or crime; and in others the pauper taint was inherited, it having been carried through one, two, and sometimes three generations. In the case of the latter the poorhouse had created a controlling element in their natures, which unfitted them for admission to virtuous homes. The girls grew up to maturity, and often became the mothers of illegitimate offspring, thus adding continually to the pauper class and increasing the public burden.

Philanthropic people, desiring to rescue dependent children from suffering and crime, had established from time to time, on the basis of private benevolence, orphan asylums in different parts of the

State, and endeavored to gather into them all homeless and destitute children. But Boards of Supervisors were slow to lend them aid, because the children could be supported more cheaply in the county houses than elsewhere ; and large numbers were retained in the latter places. Some of the counties, however, availed themselves of the advantages offered by the orphan asylums ; and in a few others the county officers, partly by indenturing and partly by using asylums, kept their poorhouses tolerably free from children.

Notwithstanding the efforts that had been put forth by the benevolent to save children, at the time of the organization of the State Board of Charities in 1867, the public system of caring for unfortunate children in the poorhouses and almshouses* of the State of New York was a gigantic evil. In his first report to the Board, which was for the year 1868, Secretary Hoyt directed attention to this grave abuse. There were then in these establishments, according to official figures, 2,257 children, including those of New York and Kings Counties.

In 1873, Governor Dix, in his annual message to the legislature, recommended that "an inquiry be made into the condition of the pauper children in the several counties, with a view to making some provision by which they might be saved from contamination by association with old and incorrigible offenders." The same year I was appointed by Governor Dix one of the commissioners of the State Board of Charities, and my sympathies were particularly aroused for the neglected children to whom the governor had alluded in his message. I decided to give the subject of their care my special attention ; and to this work devoted three successive years of my life.

Efforts to correct this evil were made in different directions :—

1. By urging superintendents of the poor to deny children admission to the poorhouses, and to provide for them temporary family care till homes could be secured in which they might be placed permanently.
2. By recommending, in hearings before county Boards of Supervisors, that they take action directing children to be removed from the poorhouse and placed in families, orphan asylums, or other proper institutions.
3. By appeals to benevolent persons connected with charitable or-

* Where the words "poorhouse" or "almshouse" occur, they are used synonymously.

ganizations throughout the State, asking their aid and co-operation in attempts to rescue these children.

In these efforts I was uniformly supported by the State Board of Charities and its worthy Secretary.

In 1874, by request of the State Board of Charities, in connection with an inquiry made by the Board into the causes of pauperism and crime,—an inquiry which extended to the mental and physical condition and antecedents of 12,614 pauper inmates of the poorhouses and almshouses of the State,—I made an examination into the condition of the children of all these institutions, upon which I reported in January* and December† of the following year. A chart accompanied the report, showing, among other things, the relative proportion of the sexes, of legitimate and illegitimate children, of native and foreign born parents, of temperate and intemperate parents, the proportion of children having mothers in the poorhouse, and of children that were born in the poorhouse.

At the time of making this report the efforts put forth by public officials, including the action of many superintendents of the poor, combined with the efforts of philanthropic workers, had secured the voluntary relinquishment, in a majority of the counties, of the system of rearing children in the poorhouses. Feeling that the time had arrived for legislative interference, I recommended in my report the enactment of a law which should forbid the retention of children in any of the poorhouses of the State. This recommendation was adopted by the State Board of Charities, and resulted in the enactment of what is known as the Children's Law (Chapter 175), which passed the legislature April 24, 1875. This law required that all healthy and intelligent children over three years of age should be removed from the poorhouses and placed in families, orphan asylums, or other appropriate institutions. It was afterwards amended so as to include all children over two years of age.

There was much opposition to the enforcement of the new measure, but the claims of humanity were finally acknowledged. It was wisely enacted that the law should not go into operation until the following year. In the meantime I conducted a large correspondence with county officials, and was present at numerous hearings before

* See Eighth Annual Report of the State Board of Charities, pp. 161-245, transmitted to the legislature Jan. 15, 1875, Senate Document No. 15.

† See Ninth Annual Report of the State Board of Charities, pp. 93-117, transmitted to the legislature Jan. 14, 1876, Senate Document No. 19.

them for the purpose of removing opposition to the coming change. During the same year I visited nearly all the orphan asylums* in the State, and other institutions having the care of children, then numbering upwards of one hundred and thirty, for the purpose of examining into their condition, of conferring with officials respecting the contemplated change, and urging upon them the adoption of an active placing-out system, in order to provide room for the new-comers. Some of the asylums were reluctant to receive any but selected children from the poorhouses, such as had not been within them long enough to be seriously contaminated. Within two or three years every county in the State having a poorhouse conformed to the law without compulsory action.

This important legislation received the approval of all interested in child-saving work. It has been sustained by the press, and is now popular with every class of officials. The county visitors of the State Charities Aid Association, as well as the visitors appointed by the State Board of Charities, have been watchful in seeing that the law has been observed. The reform has been complete and effectual, and there are now virtually no healthy, intelligent children over two years of age subject to the soul-destroying influences of the county poorhouses or city almshouses of the State.

A few months before the Children's Law went into operation, Oct. 1, 1875, the number of dependent children in the orphan asylums and institutions of like character, exclusive of day nurseries, day industrial schools, children's lodging-houses, and juvenile reformatory, was 12,199. It was naturally expected that after the law took effect the number of children in the asylums would be much larger. It is true that the public burden through keeping children in asylums rather than in the poorhouses is increased, in spite of the large voluntary contributions by the benevolent toward their support; but, if we consider for a moment the advantages to society and the State accruing from this plan, whereby moral and religious instruction is given to a class of children who, but for this, would eventually largely swell the pauper and criminal classes, the increased cost sinks into insignificance. Instead of the Children's Law

*A report then made of these institutions may be found in the Ninth Annual Report of the State Board of Charities, pp. 221-730, Senate Document No. 19.

operating, however, to increase greatly the number of children in the asylums, it has had but a slight appreciable effect in this direction, as the number * of the children in the asylums in 1875 was in the proportion of 1 to 391 of the population, and six years later it was as 1 to 358 of the population.

For cause or causes that will be variously accounted for by different authorities on the subject, there was a large increase in dependent children in institutions of the class under consideration in the eleven years interval between Oct. 1, 1881, and Oct. 1, 1892. The number remaining at the latter date was 24,074, being 1 to 270 of the population. The total expenditure in connection with orphan asylums and institutions of like character for dependent children, exclusive of the Thomas Asylum for Orphan and Destitute Indian Children, and not including juvenile reformatories nor institutions for the defective classes, during the fiscal year ending Sept. 30, 1892, amounted to \$4,359,932.01. Toward the support of the inmates in the orphan asylums and institutions of like character there were received :—

From county Boards of Supervisors,	\$527,996.68
From cities,	1,491,346.26
From individuals for the board of inmates,	159,636.94
From legacies, donations, and voluntary contributions,	819,127.06

There is not a little uneasiness, if not dissatisfaction, in the public mind over the large expenditure for children under institutional care in this State; and the extraordinary expansion of the asylums may well cause anxiety in the minds of the benevolent, through fear that this now rapidly growing system may be crushed by its own weight. Even among the strongest advocates of the present system are found those who are convinced that many of our asylums have grown to unwieldy proportions; that the numbers congregated within them forbid that individual treatment and social intercourse with superiors which is desirable to the elevation of the inmates; and that the monotonous routine and restriction incident to the discipline and handling of large bodies, and the long detention under this system, tend to the process aptly termed "institutionizing." In consequence of these tendencies, it is averred that the asylum system is losing its hold upon popular favor. It would therefore

* The statistics relating to dependent children are from official returns made to the State Board of Charities.

seem well for asylum managers to consider to what extent these criticisms are true, and, if found to be just, endeavor to correct them. I have strong faith in the beneficence of these institutions; but I would have the length of time spent within them reduced, the children sooner restored to family life, and the public burden in this way lessened. It would seem prudent for the managers of these institutions at once to put in operation an active placing-out system, as was done in 1875, when the Children's Law was about to become operative.

It should be borne in mind that this accumulation of children is not altogether composed of those eligible to situations in families. Some, through hereditary causes, some, on account of ill usage or neglect, have impaired constitutions, and are affected in one way or another with some weakness that renders it extremely difficult to find families willing to receive them. There are others physically sound, but mentally affected, and for this reason are not desirable in families. Another class who need constant supervision and watchful care are girls of weak judgment who are approaching maturity, and are a source of anxiety to those responsible for them. There are, besides, numbers of children in the asylums belonging to parents who are struggling to preserve their independence, and keep the family from becoming public charges. These are usually boarded at a slight charge, and the asylum has no judicial control over them. Among them are found many that are half-orphans.

The placing out of children from the asylums is not an easy task, and it requires constant stimulus. Inaction is more natural than action; and, when children are once received into these institutions, it is easier to allow them to remain there indefinitely than to set about seeking homes for them. So time slips away; and the child grows up in the institution, when it would have been better developed and better fitted to struggle with the world, had it been early restored to family life. Besides, the details of asylum management are so numerous that the placing out of children is sometimes deferred for lack of time to devote to this branch of the work.

The large accumulation of children in asylums in Buffalo, Erie County, some years ago, became the subject of public controversy. The Board of Supervisors complained that the cost of their support was unreasonably large, in consequence of their prolonged stay in the asylums. The matter was finally disposed of by the Board of

Supervisors appointing two agents who were charged with the duty of co-operating with the asylum officers in placing out children. The desired object was speedily attained; and the arrangement, which is still continued, has proved satisfactory to all concerned.

This incident suggests the question whether the State might not establish, in connection with one of its departments, an agency to assist asylums in finding homes and placing out children. The same agency might be of service in dealing with juvenile delinquents upon a plan similar to that adopted in several other States of the Union.

It is claimed by some that there is reason for the assertion that the power held by the numerous magistrates in some counties, to commit dependent children to asylums, has tended to increase unnecessarily the number of children in asylums, and that many are thus committed whose parents are able to support them. At one time the magistrates of Brooklyn exercised this power. It was taken from them in 1880, and only the officers of the charity department were permitted to commit children at the expense of Kings County to the asylums. The result was a large diminution of children in these institutions.

It is customary for superintendents of the poor, in placing children in families, to indenture them. Owing to the frequent changes of officials, the duty of looking after them till maturity is theoretical rather than practical. Formerly the custom of indenturing* was more prevalent in placing out children than at present. It is now growing into disuse, it having been found that, where there was dissatisfaction existing on the part of the foster-parent or the child, it was better to change than to insist upon a relation which was irksome to both. The greater proportion of children leaving the asylums are returned to parents.

In 1873 a law, the principle of which was taken from the French statutes, was passed for the adoption of children, which is growing more and more into favor, and has been attended with very satisfactory results. The principles of this act define adoption to be the legal act whereby an adult person takes a minor into the relation of child, and thereby acquires the rights and incurs the responsibilities of a parent in respect to such a minor. A married man cannot

* This power of apprenticing or indenturing was conferred upon overseers of the parish in 1750. When the parish system was superseded by the town system, the town overseers of the poor were given the same power; and a like power was conferred upon county superintendents of the poor in the establishment of the county system.

adopt a child without the consent of his wife, nor a married woman without the consent of her husband. The consent of the parents (except in cases of abandonment) and of the child, if over the age of twelve, is necessary before adoption. The county judge before whom the parties must appear makes examination, and, if satisfied that the moral and temporal interests of the child will be promoted, makes an order of adoption; and thereafter the parents are absolved from further responsibility in respect to the child. It is thenceforth regarded and treated as the child of the person adopting it, possessing all the rights and subject to all the duties of that relation, except certain rights of inheritance, and conveyances by deeds, wills, devices, and trusts.

There is no uniform rate of compensation paid by counties or municipalities to asylums for the maintenance of children committed as a public charge. By some counties the price allowed for support is but \$1.00 per capita a week, while in New York City the sum is \$110 a year. For such asylums as maintain schools an allowance is made for education in proportion to the number of pupils instructed.

The prevalence of ophthalmia in some of the larger institutions for dependent and delinquent children, and the tendency to overcrowding in them, led to the enactment by the legislature, in 1886, of a law, entitled "An Act for the better preservation of the health of children in institutions," Chapter 633. The act provides that every institution for the classes named shall have connected with it a physician in good professional standing, whose duty it shall be, upon the admittance of any child into the institution, to examine it, and certify in writing as to whether it is apparently suffering with diphtheria, scarlet fever, measles, whooping cough, or any other contagious or infectious disease, especially of the eyes or skin. It shall also be the duty of such physician, "at least once a month, to thoroughly examine and inspect the entire institution, and to report in writing, in such form as shall be approved by the State Board of Health, to the board of managers or directors of such institution, and also to the Board of Health within the district or place where the institution is situated, its condition, especially as to the plumbing, sinks, water-closets, urinals, privies, and dormitories, and also as to the physical condition of the children and the existence of any contagious or infectious diseases, especially of the eyes or skin,

and as to their food, clothing, and cleanliness ; and also whether the officers of such institution have provided proper and sufficient nurses, orderlies, and other attendants of proper capacity to attend to said children, to secure to them due and proper care and attention as to their personal cleanliness and health." An important requirement of the law is that every dormitory shall be well ventilated, that the beds shall be separated by a passage-way of not less than two feet, and shall have a circulation of air beneath them ; and, further, that in the dormitories of every such institution six hundred cubic feet of air space shall be allowed for each bed or occupant.

An additional protection to the inmates of these institutions is afforded in the supervision exercised over them by the State Board of Charities. It is made the duty of the commissioners of the Board not only to inspect the State institutions, but also the private corporations for these classes ; and the Board is required to report upon them annually to the legislature, making at the same time such recommendations as it may deem proper.

JUVENILE DELINQUENTS.

Previous to the year 1824, when the Society for the Reformation of Juvenile Delinquents was established, juvenile delinquency was treated as a crime to be punished ; and the laws on the statute book of the State of New York regarded it as such. The importance of the legislation creating this society can hardly be overestimated. The names of the philanthropic gentlemen connected with its establishment include those of Griscom, Colden, Gerard, Stephen Allen, Maxwell, and other well-known public men of the time. They recognized the necessity of securing control of the classes needing reformation, and fully believed in the beneficial effect upon them of cleanliness, decent clothing, sufficient food, good schooling, industrial training, and moral and religious instruction. The founding of the society was considered at that time as a great advance ; and Governor Clinton, in his message to the legislature, pronounced it "the best institution ever devised by the thought and established by the beneficence of man."

The work was begun Jan. 1, 1825, in a building in the south

part of Madison Square, which had been the United States arsenal. In 1839 it was transferred to Bellevue at Twenty-third Street and East River, and in 1854 to Randall's Island.

The society is a private corporation, controlled by a board of managers elected by the stockholders, who serve without compensation. It receives both sexes. The buildings, known as the House of Refuge, are of brick, in the Italian style of architecture, and are arranged on the congregate plan, forming a line nearly a thousand feet in length along the Harlem River. The approaches are gravelled and lined with shade-trees, while fountains and other attractive objects adorn the grounds in front. A stone wall twenty feet high separates the girls' from the boys' department.

The class committed to the custody of the society are delinquents between twelve and sixteen years of age,* and it includes the incorrigible. Many of the subjects committed for treatment here come from the worst quarters of New York City, and are most unpromising. The discipline is kind, but firm; and the educational system includes industrial, intellectual, moral, and religious instruction. Under what is termed the Freedom of Worship Act, which passed the legislature of 1892, mass is now regularly celebrated here. For the Protestants religious instruction continues to be imparted by a Protestant divine. An efficient corps of teachers have charge of the school work, which is under the direction of the Educational Bureau of New York City.

In school the older and more vicious boys are separated from the younger and more innocent, and a kindergarten is maintained for the younger boys. The exercises here include paper-folding, paper-cutting, and paper-pasting. The boys receive a good school education, commencing in the grade they are fitted to enter.

Formerly, the labor of the children was let at a stated price per day to contractors, the institution exercising supervisory control. The contractors furnished the material and the instructors, while officers of the house were placed in each shop to maintain discipline. Although this plan secured better financial returns, it was encumbered with many objectionable features. Among these were the following: the receipts did not favor an expected proportional reduction of the public burden; an outside element, governed by

* Formerly children were received from the age of six to sixteen years. In 1891 a law was passed forbidding the commitment of children under twelve years for any offence less than felony to either this institution or the State Industrial School at Rochester.

mercenary motives, was brought into the institution and interfered with the discipline; there was a tendency to overwork the boys, and thus unfit them for school and general educational work; the time essential for recreation was curtailed; and the boys, becoming imbued with the idea that they were simply factors in money-making, were reluctant to work. This system was continued until 1884, when an act of the legislature set it aside, and a different method was substituted, with industries directly controlled by the institution.

The principal industry now carried on is the making of hosiery, at which two hundred and eighty-four inmates are employed. A considerable number are engaged at printing, some at shoemaking, tailoring, carpentering, and gardening. The others employed are occupied in various duties about the premises.

The discipline is based upon a system of grade markings: punishment takes the form of increased time in military drill and deprivation of play, corporal chastisement now being rarely resorted to. It is the aim, by means of the education, discipline, and habits of industry inculcated, to enable the inmates to become useful, self-supporting citizens on their return to the outer world.

The girls' department is under the supervision of a board of lady visitors, subordinate to the general board. It has a separate school, with the ordinary range of studies. The principal industries here are sewing and laundry work.

The number of children admitted to the institution since its first organization is 24,705. The number indentured is steadily diminishing: the greater proportion are discharged to parents or relatives, and the indentured class is composed almost entirely of orphans or children whose parents have abandoned them. The present capacity of the institution is for seven hundred boys and two hundred girls.

Another institution of this class is the State Industrial School at Rochester, formerly the Western House of Refuge, which was established in 1848. It is controlled by a board of managers appointed by the governor and confirmed by the Senate. It is a large establishment on the congregate plan, capable of accommodating about eight hundred inmates.

The institution was designed at the outset to receive not only all classes of juvenile offenders, but also persons under eighteen years of age convicted of felony. It having been intended to include among its inmates the more mature and desperate class, it was planned much after the style of a State prison rather than that of a reform school for boys and girls. Although the interior has been greatly changed by the removal of strong doors and gratings, the huge iron entrance-gate and the high stone walls about the building still remain, presenting externally its former forbidding aspect.

The institution received both males and females from the time of its establishment till 1850, when, upon the recommendation of its board of managers, the legislature prohibited the commitment to the refuge of any but members of the male sex, and limited the age of commitment to sixteen years. Twenty-five years later a retrograde movement was made, by the passage of an act providing for a female department under the same management, and the commitment to the refuge of vagrant girls and those convicted of criminal offences. This department was established immediately adjacent to that of the boys, and consisted of two buildings surrounded by stone walls twenty-two feet high. In 1887 the larger of these two buildings was destroyed by fire; and it was thought by many specially interested in child-saving work that this catastrophe opened the way for a return to the principles departed from in 1875, and for the establishment for girls of a separate institution on the cottage plan. It was demonstrated from the experience of other States that the same number of inmates could be better provided for in this way for less money than was appropriated by the legislature to rebuild on the old site; but local material interests triumphed over philanthropic aims, and a building was erected upon the site of the one burned.

The inmates are instructed in the ordinary common school branches, as also in free-hand drawing. Religious teaching is given by both Protestant and Roman Catholic divines. A graded system has been adopted, and the boys are drilled in military exercises. Discipline is maintained by a change of grade and extra drill. Most of the boys consider the lowering of their standing the severest punishment that is inflicted, as this prolongs their stay in the institution. Corporal punishment is rarely inflicted, and then only in chronic cases and as a last resort. Of late years greater freedom has been allowed. Those on the grade of honor are entitled to special priv-

ileges, such as being taken on short parades and as escorts to the city. The managers say: "It is a significant fact that boys who are sent out into the city upon their honor disdain to take advantage of the trust reposed in them. Sometimes the same boys will attempt to scale the walls and escape, selecting the very highest place for their attempt."

The State Industrial School at Rochester was the first to inaugurate one of the greatest reforms in dealing with juvenile delinquents ever effected in this country. This was the introduction of the teaching of trades in connection with the scientific principles underlying them, which followed close upon the passage of the law of 1884 abolishing the system of contracting the labor of children in these institutions. Instruction in the mechanic arts had been introduced into several of the higher educational institutions of the country; but it had never reached a reform school until it was taken up at Rochester, and so modified there as to meet the exigencies of the institution. The success attending it has been unparalleled. At present the trade school includes a carpenter-shop, a pattern-shop, a blacksmith-shop, a foundry, a machine-shop, a shoe-shop, a tailor-shop, a mason-shop, a printing-office, and a bakery. A large amount of excellent work is done by the boys. One of the large buildings in the yard was constructed by the inmates of the institution, who learned the art of building in the trade school. In addition to the beneficial effects of this training on the boys while in the institution, it is of great value in enabling them on leaving to find remunerative employment and hasten their restoration to society.

The present board of managers are desirous of doing away with the prison-like appearance of the buildings, and of remotely separating the work for girls from that for boys, advocating, in general, advanced views on juvenile reformation. It is therefore believed that the gloomy walls and formidable iron gates, tending to inspire fear, if not to cause despair, in the minds of the young, will ere long be removed. The example set by Governor Bagley, on assuming the reins of government in Michigan, in demolishing the stone walls about the State Reform School at Lansing, is worthy of imitation elsewhere.

At the beginning the institution was located upon the outskirts of the city; but it is now surrounded by improved property in a thickly populated district, and its real estate has become very valuable. I

have ventured the suggestion that the question is worth considering whether the present plant should not be sold and the money re-invested in property of large dimensions in the country, where greater space can be cheaply obtained, and a new departure taken in the interests of this class. Such action would be in accord with that recently taken by the board of managers of the House of Refuge in Philadelphia, who purchased an attractive site at Glen Mill, apart from the confusion and turmoil of the city, where they developed, in the midst of extended grounds, a beautiful institution on the cottage plan, which is divested of all prison-like characteristics. Notwithstanding the example set by other States in the adoption of the cottage system in caring for this class, whereby a better and more extended classification can be effected, contamination from the association of the hardened with those who are less depraved can be prevented, and a nearer approach to family life can be attained. The reformatories in New York State, with one exception, that of the Burnham Industrial Farm, have had no development in this direction.

Early attention was given to the class of children included under the head of truant, friendless, and neglected. In the city of New York in 1851 the New York Juvenile Asylum was established in the interests of these children. It is controlled by a board of directors, and is under the immediate charge of a superintendent, a physician, and a corps of officers and teachers. It is desirably situated at Washington Heights, and is built on the congregate plan. The children are received from seven to fourteen years of age. It has a reception house in the lower part of the city, from which, after a detention of from fourteen to twenty days, children are transferred to the institution proper.

The schools are graded and conducted in the same manner as the public schools of the city. Instruction is given in the common branches, and industries suitable to immature years and such as can be carried on by hand are taught. There is no kindergarten department; but three classes, averaging sixty pupils each, are instructed by methods practically kindergarten. The children make most of their clothing, and thus contribute to their support. The aim of the

institution is to prepare its inmates for family life, and to restore them to natural conditions as soon as possible.

A Western agency is maintained, through which many children are placed in homes. If the first family secured for the child proves unsuitable, it is withdrawn and tried in one or more families till a suitable one is found. This Western agency supervises the children, and maintains a watchful oversight over them until they arrive at an age when such supervision is unnecessary.

The whole number of children that have received the benefits of this institution since its organization is 29,468. Of this number, 531 were sent to Illinois and indentured to farmers; 1,198, about 300 of whom were colored, were placed in homes near New York; and the remainder were returned to their friends. "The majority of those sent to the West," Superintendent Carpenter says, "have done well, many of them remarkably well. From all the information we have been able to obtain, about 90 per cent. of the children that have been discharged from the asylum have turned out well. Those sent West to Illinois have had better opportunities than those remaining in this part of the country."

In 1853 the legislature, by the passage of the Truant Act, sought to enlarge work of this kind by empowering cities to make provision for truants; but the attempt did not prove a success.

Under this act was founded the House for Idle and Truant Children at Rochester, which I visited in 1875. This visit was quite unsatisfactory. The methods of discipline were found to be censurable; and, except in the educational department, the institution seemed to fail in its object. It was authoritatively stated that the number of cases reformed did not exceed 10 per cent. of the number of cases committed. The managers were appointed by the common council, and for that reason the institution was more or less political. It was afterwards discontinued.

A similar institution established in Brooklyn under the same act, and about the same time, was also found to be purely political and a medium for dispensing city patronage. The managers were appointed in the same manner as those at Rochester by the common council. A visit to this institution left a still more unfavorable im-

pression on my mind than that at Rochester. This plan of reformation was found to be a failure, and was subsequently abandoned.

In 1863 the members of the Roman Catholic communion entered upon the great work of juvenile reform by the establishment of the New York Catholic Protectory. Roman Catholic citizens of New York had long felt the need of an institution where poor and vicious children having Roman Catholic parents might be cared for and educated in accordance with their own faith; and they succeeded in securing, in 1863, an act to incorporate the Society for the Protection of Destitute Roman Catholic Children in the City of New York. The name was changed to its present title in 1871.

Among the founders of this institution must be noted the name of its first president, Dr. L. Silliman Ives, who devoted his life to its establishment and expansion. The most Rev. Archbishop Hughes was also one of the pioneers in this charity. The services of the Christian Brothers were secured to take charge of the boys' school, while the Sisters of Charity held a like position in the girls' department.

The work was begun in two comparatively small buildings in Thirty-sixth and Thirty-seventh Streets; and a three years' struggle was maintained through pecuniary and other embarrassments, when, in 1867, the present farm in Westchester County was purchased and fitted for occupation. The Protectory comprises numerous buildings arranged on the congregate plan, and situated in the midst of extensive grounds.

Excellent schools are maintained. Map-drawing, typewriting, plain and ornamental drawing, and plaster-moulding are taught in addition to the ordinary branches. The industrial feature of the Protectory is specially marked, and includes printing, type-setting, a bindery, a folding department, and an unusually extensive shoemaking branch. A military corps is maintained among the boys, and the exercises are considered very beneficial. The boys have stated hours for labor, for study, and for recreation. After performing certain tasks they can go and play. Kindergarten methods have been introduced into the female department; and the industrial training here, as elsewhere, is thorough. The following industries are pursued: kid, silk, and merino glove-making, shirt-making, the making of ladies'

waists, dressmaking, embroidery, lace-making, and plain sewing. Practical lessons in domestic economy are given. Recently, a cooking branch has been added; and cooking is taught on scientific principles. Type-writing and stenography have been introduced here as well as in the male branch. The discipline is mild: that of a corporal character is said to be seldom necessary. Although about ninety-five per cent. of the boys are committed by magistrates, few of them are really incorrigible, so that the Protectory has to do with a more hopeful class than the House of Refuge on Randall's Island.

The inmates are kept until they reach maturity or are fit to be discharged. Most of them are returned to parents or guardians. Some are indentured.

Since 1863 the blessings of the Protectory have been bestowed upon over seventeen thousand boys and nine thousand girls. The vast growth of this charity is shown by the number of its inmates which, Sept. 30, 1892, was 2,374, and by the fact that, beginning with nothing thirty years ago, it has steadily increased its work till the expenditure for the maintenance of children during the year ending the date last named, amounted to \$283,381.20. Toward the maintenance of the children the city of New York makes an annual per capita allowance of \$10.

"The Society for the Protection of Destitute Roman Catholic Children in the City of Buffalo," which was incorporated in 1864, receives the same class of children as are committed to the Catholic Protectory at Westchester. The delinquent boys are placed in St. John's Protectory, at West Seneca, near Buffalo, and the delinquent girls are intrusted to the care of the Sisters at the House of the Good Shepherd in the city.

St. John's Protectory was opened under the supervision of Father Hines, who, with the aid of the boys, erected the first brick building on the grounds, out of brick made by their own hands. The good Bishop Timon was specially interested in, and largely aided, the enterprise. Various industries are pursued here, and an excellent school is maintained. The Protectory is now in charge of Father Baker, who is aided by the Sisters of the Order of St. Joseph. The institution receives no aid from the State, and only the small

sum of one dollar a week per capita from the county of Erie for the support and training of the inmates. The remainder of its income is derived from the voluntary contributions of the benevolent. The institution is doing a good work.

With the object of reforming a class of idle and refractory boys that infested the streets of New York, the municipal authorities in 1869 purchased a ship called the "Mercury," and fitted it up as a marine training school. The boys were instructed in seamanship in the harbor of New York, and occasionally some of them were allowed to make voyages on merchant ships. It was found, however, that the less vicious boys were still further demoralized by intimate association with the incorrigible ones; and, after a trial of about six years, the experiment was abandoned.

A divinely inspired thought in the breast of a philanthropic resident of New Jersey, Frederick J. Burnham, led him, in 1885, to devote a valuable estate of about six hundred acres, situated near Canaan, in Columbia County, to the saving of unfortunate children, by the establishment thereon of an industrial school. By Chapter 332, Laws of 1886, such a school was incorporated and placed under the management of twelve trustees. In recognition of this valuable gift the corporation was named the Burnham Industrial Farm.

The estate is well secluded from city distractions, and with its forests, groves, and beautiful lake, affords ample opportunities for a variety of sports and healthful recreation, including swimming, boating, and fishing.

The undertaking is wholly philanthropic. The institution receives no aid whatever from the State. The property and concerns of the corporation are managed by a board of twelve directors, four of whom are elected each year. They serve without compensation.

The corporation undertakes the support, education, and training of such boys as may legally come into its custody and care. "Any justice of the peace, police justice, or other committing magistrate or officer is authorized to commit to this corporation, with its consent, any boys between the ages of seven and sixteen years, deserting their homes without good or sufficient cause, or keeping company

with dissolute or vicious persons against the lawful commands of their fathers, mothers, guardians, or other persons standing in the place of a parent; or any such boys found wandering in the streets or lanes of any city or village, or in the highways of any town without guardianship, and practising dissolute or vicious habits."

The plan of reformation and the system adopted at the Burnham Industrial Farm are best set forth in the following language of the earnest and philanthropic "director of the institution, W. M. F. Round:—

You ask me to tell you something about the characteristics of the institution here. They are mainly those of the Rauhe Haus, following out Wichern's maxim, that the strongest walls are no walls and that the strongest force is the spiritual or moral force. I have always believed that this force, administered with discretion, would hold any class of men or boys. But moral force is not to be bought and paid for like sugar or cloth; it is not a power like steam that can be gauged and its cost and power figured. It is something so subtle, and yet so sure, that no one has ever seen it, and still there is no one but that has felt it. I found that there could be no administration of this principle with paid employees, and that the success of the experiment here, as the success of Wichern's experiment, depended upon the character of those who made them. The result of this has been the organization of the order of St. Christopher, a non-sectarian order of consecrated Christian men who are in training for lives of institutional usefulness. The little band of men is called a brotherhood simply as meaning rather more than the word society. A pledge of intention to enter upon institutional life is signed by each, and a promise to stay three years and six months in training, with an opportunity of a release from this promise at the end of six months should it be found that it is mutually advantageous to have such release effected. Thus far the only institution that the Order of St. Christopher has undertaken is the Burnham Industrial Farm. This institution was taken under great disadvantages, is not wholly adapted to the work of the brotherhood, but thus far has been quite as successful as could be expected, considering that there was no endowment except the farm itself and that it is entirely dependent upon rather uncertain voluntary subscriptions.

The underlying principle of the Burnham Industrial Farm is this: That there is something in every boy, however bad, that answers to firm, kind, just treatment, and something that can be developed into usefulness by a system of industry, training, and recreation that occupies the entire time of the boy and keeps his thoughts from the old influences that have made for unrighteousness in his character. The ideal surroundings of ordinary society would effect the same

results ; but the ideal surroundings of ordinary society do not exist, except under conditions that are made for them. It is the aim of the Burnham Industrial Farm to create these conditions, and to intensify them in such a degree that they will continually bear upon the boy. He is made to feel that uprightness is profitable to his soul and conducive also to his worldly welfare. He is made to labor and to feel the thrill of delight from steady, honest labor honestly performed. He is made to understand the rewards of labor by a small payment given to him from the moment he becomes an inmate of the Farm. He is made to understand that all progress in the simple life of the Farm here depends upon uprightness and industry, until he has acquired the mind and body habit of uprightness and industry. When he has acquired these so that the impulse to do the right thing follows the motive to do any act, then he is fitted to become a member of outside society, and his discharge is effected. Thus far, every boy that has been honorably discharged (or rather honorably paroled; for we, under the law, can give no boy his discharge until he reaches twenty-one years of age) has justified the judgment of the Brothers, and the boys are all doing well.

The methods adopted at the Burnham Farm are these: steady training in some industry by which the boy can earn his living when he goes from the Farm; a fair common-school education; a course in civics, music, and military drill; and the strictest simplicity of life and careful teaching as to the care and development of the body. Although I cannot consider the system entirely out of its experimental stage in this country, I feel amply justified in continuing the experiment, and hope to enlarge its scope both as to the organization of the brotherhood and an increase in the work of the Burnham Industrial Farm.

This unselfish enterprise must receive a cordial welcome by every one interested in child-saving work, and the career of the institution will be watched with deep interest.

The number of inmates in the juvenile reformatoryes of the State on the 30th of September, 1892, was as follows:—

Society for the Reformation of Juvenile Delinquents (House of Refuge, Randall's Island)	500
State Industrial School, Rochester	761
New York Juvenile Asylum	1,085
Catholic Protectory, Westchester	2,374
Society for the Protection of Destitute Roman Catholic Children at the City of Buffalo	173
Burnham Industrial Farm	83
	4,976

KINDERGARTEN WORK.

The extent to which kindergarten work has been taken up is one of the most hopeful signs of the times. Mrs. Sarah B. Cooper, on the Pacific coast, has set a grand example for philanthropic enterprise, which has been followed on a smaller scale in different parts of the State of New York by the establishment of free kindergarten schools, the great good resulting from which it is impossible to estimate. Kindergarten work is conducted, too, in nearly all the institutions of the State where there are dependent young children. Kitchen-garden work, by means of free schools, as well as under orphan asylum instruction, has of late years been rapidly and widely extended. The very efficient work of Miss Emily Huntington, of New York City, should be mentioned in this connection.

COMPULSORY EDUCATION.

The history of child-saving work would not be complete without some mention of preventive endeavors, as shown in the movements to secure regular attendance of children at school. The law for effecting this object in this State, which was enacted in 1874, has proved of little practical value, except, perhaps, in New York City, for lack of the machinery for its adequate enforcement. Many efforts have been made to secure a compulsory education law capable of enforcement, but for one reason or another it has never found a place upon the statute-book.

There is great need for legislation of this kind, so framed as to make it obligatory upon every locality to provide sufficient school accommodations. The failure to provide such has had much to do with making the law ineffectual. There can be no doubt but that the strict enforcement of a properly constructed compulsory education law would greatly reduce the number of children who roam the streets in our large cities and become depredators upon society through idleness and the temptations it offers. In England, Prussia, and France the education of the young is considered of the greatest importance, and stringent compulsory educational laws are not only in existence, but are also enforced. If, under monarchical governments, these are thought to be necessary, how much more are they

needed in a government the very foundation of which rests upon the intelligence of the people.

SOCIETIES FOR THE PREVENTION OF CRUELTY TO CHILDREN.

An important part of the child-saving work of the State is that conducted by societies for the prevention of cruelty to children. These organizations exist in different cities of the Commonwealth. The first of the kind ever established was the New York Society, which was incorporated in 1875. Its first president was John D. Wright. He was succeeded by Elbridge T. Gerry, who is still at the head of this indispensable organization.

The objects of the society are, to seek out and rescue those unfortunate little ones whose lives are rendered miserable by the constant abuse and cruelties practised upon them by the human brutes who happen to possess their custody or control. Ample laws for the protection of this class had been passed by the State previous to 1875, but there was no organization to see that they were enforced. This the society attempts to do. Its beneficent powers cover a wide range of usefulness. They extend to the preventing of abuses such as kidnapping, abduction, abandonment, improper guardianship, begging, the use of unnatural violence, the endangering of the health or morals, etc. From the founding of the society to the first of January of the present year, 69,737 complaints were received and investigated, which involved the care and custody of over 209,000 children; 24,581 cases were prosecuted, 23,947 convictions secured, and 36,359 children rescued and relieved. The present superintendent, Mr. E. Fellows Jenkins, who has been connected with the society since its organization, says: "At the present time fewer cases of actual physical cruelty are found, but neglect and moral cruelty still exist, as well as many other wrongs to children which this society is called upon to endeavor to remedy. Almost every phase of child-work now, particularly that connected with the courts, is placed in the hands of the society for examination, which is able, through the very active co-operation of its sister organizations, both in this country and abroad, to present to the courts and magistrates a very full report, upon which they may act understandingly in making dispositions of the children brought before them."

Under Sect. 3 of Chapter 30, Laws of 1886, any society incorporated for the prevention of cruelty to children "may prefer a complaint before any court, tribunal, or magistrate having jurisdiction, for the violation of any law relating to or affecting children, and may aid in presenting the law and facts before such court, tribunal, or magistrate in any proceeding taken. Any such society may be appointed guardian of the person of any minor child during its minority by a court of record of this State or by a judge or justice thereof, and may receive and retain any child at its own expense upon commitment by a court or magistrate."

Through the work of the societies of this kind in New York State great numbers of children are rescued and placed in institutions suited to their moral and physical condition.

FRESH-AIR CHARITIES.

In the broad field of charity there is no work that has enlisted the sympathy of so many people in all ranks of society as that which has enabled thousands of poor children, packed away in hot attics and fetid basements, to enjoy the blessings of God's freest gift,—fresh air. The city missionary worker, the country farmer in his busiest season, the so-called soulless corporation director, the humble artisan, and the princely capitalist, all cheerfully co-operate in carrying on this blessed work.

The plan of taking children from crowded and ill-ventilated city tenement houses to the country for a brief period was first put in practical operation in New York State by Rev. Willard Parsons. He believed that these children, whose bodies were enfeebled by impure air and a lack of wholesome food, could be physically benefited by a short stay in the country. Accordingly, in 1877, he gathered up nine very poor and needy children in New York City and took them to the small village of Sherman, in Pennsylvania, as guests of some of his parishioners who had promised to receive them. After the lapse of two weeks they were returned to the city and other children were brought out, until sixty in all had enjoyed this privilege. The average per capita expenditure in their behalf was but \$3.12.

Mr. Parsons was now so fully convinced of the wisdom of his plan that he determined, if possible, to extend the work. The following

year the interest of others was aroused, and the New York *Evening Post* engaged to raise the necessary funds to carry on the work through the summer months. This it continued to do for four successive summers, during which time 9,220 poor children were sent out from New York City to various points in the country. The work of raising funds was then transferred to the New York *Tribune*, which created a department familiarly known as the "Tribune Fresh-air Fund," and the work was enlarged. During the summer of 1882, the children sent out numbered 5,500, and last summer 15,267 poor children had a two weeks' outing in the country, besides upwards of 25,000 who were given day excursions. Since the beginning of the work in 1877, the large aggregate of 199,317 children have had this two weeks' stay in the country, and 81,650 have been sent out for one day. The money expended in behalf of those who had a two weeks' vacation amounted to \$278,609.39, all of which was raised without any outlay for salaried collectors. The per capita expenditure has varied in different years, ranging from \$3.36 to \$1.83. In transporting the children the railroads have generally given low special rates.

In providing families to receive the children an agent goes from town to town and calls upon the clergymen, sees the local editors and a few leading citizens, and explains the object of his mission. This is usually all that is necessary to arouse the co-operation of localities and secure the admission of the children into the country homes. The real labor of the work comes in selecting and preparing the little ones for the journey. Children must be selected who have no contagious disease and from houses where no such disease exists. In making discriminations the local Board of Health is brought into service, it being a requirement of law that all cases of contagious disease must be reported to the Board of Health. A large force of earnest workers lend a hand in selecting the children. They represent the Church Missions, Bible Missions, Hospitals, Dispensaries, Industrial Schools; Day Nurseries, and other organizations. Then the children are in such a condition of uncleanliness that they have to be scrubbed and cleaned, and frequently new clothing has to be purchased for them. No family would be willing to receive them in their ordinary condition, and it is important to the continued success of the work that there should be nothing about the children to excite the aversion of the people that so kindly throw

open their homes to them. The labor involved in this part of the preparation is aptly illustrated in the language of a kind lady voluntarily engaged in mission work, who undertook to prepare one hundred and twenty-five children for their journey, and who reported upon them as follows: "All of the No. 2's have now been thoroughly oiled, larkspurred, washed in hot suds, and finally had an application of 'exterminator.' All this I have done in the church to be as sure as possible that they are safe to send away. Ninety have been thus treated, and I hope Mr. Parsons will send for them before they become again contaminated."

The work of benefiting poor children by removing them from the hot city to places where they can breathe the pure air of the country has been extensively carried on by other methods in New York and other cities of the State. The Children's Aid Societies of New York and Brooklyn have their seaside homes, and summer homes for poor children may be found elsewhere in the State by its inland lakes and among the hills. New York *Life* has secured a deserted hamlet of about twenty cottages pleasantly situated and converted it for the summer months into a village with a happy population of about three hundred of these city children.

Sixteen years have passed since the "Fresh-air" movement was inaugurated. Its results have more than met the expectations of its projectors. Besides the physical improvement of the children, a purifying and ennobling element has been added to their environment by letting into their lives a glimpse of something better, of which they had never before dreamed. The youthful mind, with its quick intuitions, at once perceives the desirability of the orderly, industrious life of the country people; ambition and hope are awakened, and the future of a child is very likely to be determined by such brief views of a better way of living.

In connection with the work, it is gratifying to reflect that there are so many people in the country, many of them in humble circumstances, who are willing to open their doors to these peculiar guests and to accept the responsibility and bear the burden and expense of their care, with no other motive than that of doing good to others less favored with the bounties of Heaven than themselves.

CONCLUSION.

In closing this review I cannot but feel deep regret that the circumstances attending its preparation should have been such as to make it impracticable for me to do little more than briefly allude to the origin and the character of the leading branches of child-saving work carried on in the State of New York. I would have liked to describe more fully the principles and methods governing and guiding the different kinds of work, and to include a reference to all the varied benevolent efforts put forth to save unfortunate children.

The work in this State has not been free from mistakes ; but these should be judged from contemporaneous advancement, and not from the standpoint of to-day. Besides, it should be remembered that it is more difficult to make progress in the older States than in the new ones, because of established precedents. The question uppermost when any change is proposed is that of utilizing what already exists. In adopting new ideas old foundations must be removed, cherished associations set aside, and prejudices overcome. In new States there is an unobstructed field in which to project reforms, and such embarrassments do not exist.

In whatever light we may view this work in New York, it cannot be said that a narrow spirit has been shown in conducting it. On the contrary, the State and local authorities have been liberal in contributing to its support, the personal sacrifices that have been made in its behalf by numberless devoted men and women, actuated by the highest motives that can inspire human action, are immeasurable, and the results attained have been of incalculable value to the State and to humanity.

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